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THE UNIVERSITY OF ALBERTA

COLLECTIVE BARGAINING IN THE PROVINCIAL
CIVIL SERVICES

by



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A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTER OF ARTS

DEPARTMENT OF ECONOMICS

EDMONTON, ALBERTA

UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled COLLECTIVE BARGAINING IN THE PROVINCIAL CIVIL SERVICES submitted by Richard H. Baxter in partial fulfillment of the requirement for the degree of Master of Arts.

ABSTRACT

Provincial Civil Service Associations, in their function as bargaining agents for civil servants, exert pressures on provincial governments to increase civil service average wages and salaries. The purpose here is to quantify this pressure.

The first chapter illustrates the legal framework within which these associations operate. Following this are two chapters analysing average wage and salary changes in the provincial civil services and various other independent variables which may influence average wages and salaries.

In the final analysis, there is a review of the literature concerning collective bargaining in the civil service.

As a conclusion, a suggestion is made as to which factors have had the largest influence on changes in civil service pay rates.

ACKNOWLEDGEMENTS

I would like to thank Dr. V. Salyzyn and Dr. M. D. Stewart of the University of Alberta and Dr. C. Steinberg of Dalhousie University for their many suggestions and expressions of encouragement regarding this thesis.

Also, a word of thanks to my wife, Jane, who has typed the thesis--a job well done.

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INTRODUCTION

Wage and salary demands by civil servants in Provincial Governments are becoming more vigorous and more organized than they have in the past. The vehicle used to promote this vigor is collective bargaining. The organization is supplied by the employee associations of the civil servants. A quantitative analysis of the impact of collective bargaining in the civil service is the object of this paper.

The first part of the paper is an analysis of structural development of the respective public service associations, including a brief history and their present legal status. Special emphasis will be given to Alberta. The second part is a comparison of the average monthly wages and salaries for each province on a time series basis from January 1961 to December 1967. The third section will include a comparison of the various independent variables, other than the associations themselves, which might affect the average wages and salaries within the province. The fundamental assumption is made that higher wages and salaries are a primary goal of the Associations. The final section will be a review of the literature concerning the Heeney Report, the question of sovereignty, the right to strike and compulsory arbitration and political activity of civil service associations. The principles of the Heeney Report on the Federal Civil Service will be analysed critically with a discussion of their applicability

and effectiveness in the provincial civil service.

While the first three chapters describe what are the actual events which have taken place within the collective bargaining environment, the last chapter describes the framework which various writers feel is essential to civil service bargaining.

As a conclusion, there will be an attempt to determine how influential employee associations have been in altering civil service wages and salaries. It is expected that this value will be a residual after having considered the independent variables.

CHAPTER I

DEVELOPMENT AND PRESENT STATUS OF ASSOCIATIONS

Introduction

"Before the 1960's, there was a reluctance on the part of the governments at all levels (except municipal) to yield to what had been thought to be management's prerogatives. The question was even raised as to whether collective bargaining and compulsory arbitration in the government service were denials of the principle of sovereignty of the Queen in Parliament".¹

The above statement indicates the uncertainty of progress towards full collective bargaining rights by most provincial public servants.² Presently, the collective bargaining rights of civil servants in the ten provinces can be classified into four categories.³ These are as follows:

- 1) the right to petition;
- 2) the right to negotiate (quasi-collective bargaining);
- 3) the right of collective bargaining but without the right to strike;

¹Kenneth O. Warner, Mary L. Hennessy, Public Management at the Bargaining Table, (Chicago: Public Personnel Association, 1967) p.35.

²"Full collective bargaining rights" when used in this paper refers to the employees' right to negotiate with employers and also, the right to use the strike weapon as an economic force.

³Warner, Hennessy, Public Management, p.52.

- 4) the right of collective bargaining including the right to strike.

The civil service associations in the provinces of Newfoundland and Prince Edward Island are in classification one; Nova Scotia (although not explicitly stated in the act), New Brunswick, Manitoba, Alberta and British Columbia are in classification two; Ontario is in classification three; and Quebec and Saskatchewan, classification four.

This first chapter will be an analysis of the development of the respective civil service associations, indicating their comparative positions with respect to bargaining provisions. In order to analyse each province on a comparative basis, the discussion will include for each province: name and brief history of association; name of act covering civil servants; provisions for employees' rights, provisions for recognition and certification if applicable; procedure for settlement of disputes; and provisions covering check-off of dues, if applicable.

Each province has a staff organization which exercises exclusive bargaining rights with the respective Government. "The history of several of the associations can be traced back to the 1920's or earlier, when they functioned primarily as social clubs or co-operative societies."¹

¹Howard A. Scarrow, "Employer-Employee Relationships in the Civil Services of the Canadian Provinces", in Canadian Public Administration, ed. by J. E. Hodgetts and D. C. Corbett, (Toronto: The MacMillan Company, 1960), p. 385.

In 1961, the staff associations of the provinces formed the Canadian Federation of Government Employee Organizations which "has played its part in recent successful efforts to obtain the right to collective bargaining in the provinces".¹ All provinces except New Brunswick and Ontario are presently members.

ALBERTA

In 1906, the first Public Service Act merely designated which employees were members of the civil service and also that their salary rates should be fixed by Order-in-Council.² Under this act, an employee's request for a salary increase was treated as being his submission of resignation.

In 1918, by the Public Service Efficiency Act, a Civil Service Commissioner's position was established, while in March of 1919, the Civil Service Association of Alberta was incorporated.

In 1921, the Association met with government representatives to ask for a civil service act, a superannuation act and the formation of a Whitley Council.³ Whitleyism or Whitley Councils are now commonly referred to as Joint Councils. "The councils are made up of

¹Warner, Hennessy, Public Management, p. 37.

²Alberta Public Service Commission, "Development of the Personnel Function in the Alberta Government Service". Edmonton. (mimeographed), p. 1.

³Saul J. Frankel, Staff Relations in the Public Service-The Canadian Experience, (Montreal: McGill University Press, 1962), p.236.

representatives of the government-employer (official side) and of the employees (staff side) in equal numbers. They met regularly to discuss a wide range of issues which concern the civil service and which may include problems of conditions of employment such as remuneration, hours of work, leave and allowances. If, after consultation, both sides agree on an issue, they may recommend a course of action to the Government. The Councils are essentially advisory bodies, and their recommendations are in no way binding on the Government."¹

In 1922, a Joint Council was established which was composed of three Government ministers and three Civil Service representatives. However, this Joint Council did not function well, because its role was not taken seriously by the government.² Nevertheless, the Joint Council is significant because it was the only means by which the Civil Service Association could directly influence policies of the Government towards the Civil Service until they became sole bargaining agents in 1965.

The Public Service Act of 1923, marked the first statutory recognition of the Civil Service Association; affiliation with the Trades and Labour Congress came in 1928; and the check-off system of dues collection was implemented in 1935.³

¹Ibid., p. 56.

²Ibid., p. 239.

³Ibid., p. 236.

Under the terms of the 1947 Public Service Act, the first Public Service Commission was established. However, the Commission "was regarded mainly as an administrative device which co-ordinated the Government's personnel policies."¹

The Public Service Act of 1954, which allows the establishment of a Joint Council, subsequently made compulsory in 1959, called for the establishment of an Official Pay Plan.² This Pay Plan proved to be ineffective and was disregarded with the result that in 1957, at the request of the Civil Service Association, professional personnel consultation was sought.³

The result of this action was the enactment of the Public Service Commissioner Act, which gave legislative backing to the new classification plan, implemented in 1960, and, as previously mentioned, the mandatory establishment of a Joint Council.

In 1962, the Public Service Act, "abolished the requirement for the confirmation of appointments, promotions, transfers and salary increases by Order-in-Council".⁴ Also, on April 1, 1962, the first major pay review was implemented and the Act provided for a further review every two years, in order to keep wages and

¹Frankel, Staff Relations, p. 239.

²Alberta Public Service Commission, "Personnel Function in Alberta", p. 5.

³Ibid., p. 6.

⁴Ibid., p. 9.

salaries competitive.

With the revision to the Public Service Act in 1965, which became effective on July 1, 1965, the Civil Service Association of Alberta was given the sole bargaining rights for provincial employees. The right to join a union is not specifically provided for and the CSAA has this sole right to bargain whether the employees are members of the association or not. But, a majority of the employees must belong to the Civil Service Association for it to retain this right.

The Association now represents, "persons employed by the Government, by any board or agency of the Crown . . . but does not include a deputy head, a head of any agency of the Crown, a chairman or member of any board of the Crown or any other person who in the opinion of the Minister exercises a policy making function in matters relating to personnel administration".¹ Also excluded are any persons who are members of a professional organization when a majority of these members ask to be excluded.

In the context of the Public Service Act, the word negotiate means "to negotiate in good faith with a view to the conclusion of an agreement or the revision or the renewal of an existing agreement".²

¹Alberta, The Public Service Commissioner, The Public Service Act, 1962, Office Consolidation, (Edmonton: The Queen's Printer, 1965), Part 2, Section 54, Subsection C, Part 1.

²Salik, Richard L., A Digest of Provincial Labor Laws Governing Municipal and Provincial Employees in Canada, Personnel Report No. 664, (Chicago: Public Personnel Association, 1966), p. 24.

The negotiating committee sends its recommendations to the Cabinet and to the Association, who in turn advise the negotiating committee within fourteen days whether they accept or reject the recommendations. On the points that were not agreed upon, the negotiating committee meets again to resolve these differences. However, "after the meeting and before an agreement is signed, the Government shall submit to the Association a statement containing the Government's decision on those proposals and requests on which settlement was not reached."¹ The decision of the government is binding and we have therefore a situation of compulsory-compulsory arbitration.² The Association may glean some satisfaction from the fact that, "the Government is expressly forbidden to alter, revoke, or to do anything inconsistent with the decisions during the term of the agreement".³ The procedure also allows mediation for employees whose rate of remuneration is established by boards or agencies, however, these classifications are not within the scope of this paper.

Under the 1965 amendments to the Public Service Act, a Joint Council was established. It has been suggested that a Joint Council is not as effective a bargaining instrument as full

¹Alberta, Public Service Act, Part 2, Section 59, Subsection 5.

²Compulsory-compulsory arbitration is the practice whereby arbitration is mandatory and also the results of the arbitration are binding.

³Canada Department of Labour, "The Public Service Act-- Alberta", Labour Gazette, December 1965, p. 1181.

collective bargaining rights because: 1) there is no time limit for dealing with difficult issues; 2) there is no certainty that the recommendations of the Joint Council will be implemented with a minimum of delay; and 3) the Government still makes the final decision on conflicts.¹ Nevertheless, the fact "that a good relationship exists between the Government and its employees is due not so much to the machinery that has been established as to the reservoir of goodwill that has been established over the years."²

The Civil Service Association of Alberta is not affiliated with the Canadian Labour Congress. The Association takes the position that it is unable to reconcile CLC support of a political party with its philosophy of political independence. This is in spite of the fact that the CLC recognizes the Civil Service Association's right to exercise political autonomy even if affiliated. However, the Civil Service Association is sensitive on this point and has stated that, "it is the feeling of the Provincial Executive that the Association cannot--and must not--become involved in politics".³

SASKATCHEWAN

The Saskatchewan Civil Service Association was formed in

¹Frankel, Staff Relations, p. 241.

²Ibid., p. 241.

³"The CSA and the CLC--A Referendum", Civil Service Bulletin, March 1959, p.22.

1913, however, until 1944 when the labour oriented Co-operative Commonwealth Federation party was elected, it had no real influence on Government decisions regarding the Saskatchewan public servants whom it represented. The Saskatchewan Association, at that time, attained full collective bargaining rights and was accorded the same rights as other trade unions by the Trade Union Act.

The Public Service Act of 1953, which is still in effect, states that, "if the Government so desires, it may pass an Order-in-Council permitting the Crown to enter into an agreement with a trade union representing a majority of the employees in any unit of employees in the public service."¹

If the negotiators are unable to reach an agreement, then "the Association or the Government can turn to the provisions of the Trade Union Act which call for the creation of a board of Conciliation or if the parties agree, a board of Arbitration. This failing, the Association has as its ultimate weapon, strike action."²

As of 1962, there had been only four cases where conciliation had been necessary, and in all these cases, a mutually satisfactory agreement had been reached without resorting to strike action.³

¹Salik, Provincial Labor Laws, p. 94.

²Scarrow, "Employer-Employee Relationships", p. 390.

³Frankel, Staff Relations, p. 218.

In 1966, the Essential Emergency Act was passed by the Saskatchewan Government, which forbids work stoppages in essential services. If agreement cannot be reached in the "essential services" area, the dispute must be settled by binding arbitration.¹

The experience in Saskatchewan with respect to strike can best be summarized as follows: "Mr. S. J. Whitney, Chairman of the Saskatchewan Public Service Commission comments, 'The Unions have practically rejected the use of their prime weapon, the strike, and on the Government side the lockout has never been considered a factor in bargaining. Therefore, the bargaining program is one of co-operative problem solving rather than threat and counter threat.'"² As for the Association, "(it) values its right to seek improvement in the conditions of employment in a way that has become standard for employees in private industry."³

MANITOBA

In Manitoba, public servants are represented in their collective bargaining by the Manitoba Government Employees Association. Prior to 1958, when the Civil Service Act was amended, there was no formal relationships between the Government and the Association. There was a Joint Council but no statutory recognition was provided. With an

¹Salik, Provincial Labor Laws, p. 96.

²Ibid., p. 96.

³Frankel, Staff Relations, p. 232.

amendment to the Civil Service Act in 1958, the Manitoba Government Employees Association was given statutory recognition and the Joint Council was officially established.

Presently, the Manitoba Public Service is governed by the Civil Service Act of 1960 which was amended in 1965.

Under this 1965 amendment, the Manitoba Government Employee Association must maintain a majority to continue as the staff representative. The more significant change, as a result of the 1965 amendments, was that authority was granted for the government to enter into collective agreements. With the bargaining rights confirmed in agreement on June 10, 1965, this was, "the first time in Canada that an organization of provincial employees successfully negotiated an agreement of this kind with the Government which employs it."¹ This is, of course, subject to the approval of the Lieutenant-Governor-in-Council.

No mention is made regarding the right to strike, however, "there is provision for third-party mediation in the event of a stalemate in negotiations."² If one party does not accept the decision, he then presents his case to the Lieutenant-Governor-in-Council who then makes the final decision on the matter.

BRITISH COLUMBIA

The British Columbia Government Employees Association, founded

¹"Bargaining Rights for Civil Service", Western Business and Industry, July 1965, p. 57.

²"Manitoba Civil Service Act", Labour Gazette, December 1965, p. 1180.

in 1943, represents the public servants in British Columbia. In contrast with the recent experience, "the early years were years of growth and consolidation, during which the relationship with the Government was fairly friendly and the Association was apparently satisfied with its progress."¹

With the election of the Social Credit party to parliament in 1952, the wishes of the Association were studied more closely than they had been under the coalition Government of the previous decade.² The Association managed to alienate the Government during the 1952 election campaign because of their open political support of another party.

As a result of this alienation, during the next four years, that is, 1952-56, "employer-employee relationships have been the most rancorous of any province, and all semblance of organized machinery for joint consultation has virtually disappeared".³

The Government did grant a general salary increase in 1956, but this merely acted to whet the appetite of the Association for in 1957 there was a threat of a strike; in 1957 and 1958, there were hearings before a Board of Reference and in 1959, there was an actual strike.⁴

¹Frankel, Staff Relations, p. 281.

²Ibid., p. 282.

³Scarrow, "Employer-Employee Relationships", p. 395.

⁴Frankel, Staff Relations, p. 287.

The main cause of the strike was that the recommendations of the Board of Reference of 1958 had not been implemented. The situation appeared to be improving in February of 1960, when the Government set up a permanent Board of Reference, to hear complaints of civil servants, even though its recommendations were not binding. A further set back occurred when, after being in effect for thirteen years, "a press release on the morning of October 11, 1960, a few days after the conclusion of the Association's annual convention, announced that the Government had decided to revoke the payroll check-off dues for the Association."¹ The check-off was not regained by the association until July 1, 1967.² Apparently, the reason for rescinding the check-off privilege, was the Association's political affiliation with the British Columbia Federation of Labour.

Presently, British Columbia's civil servants are governed by the Civil Service Act of 1948, as amended by Statute Law in 1965.³ The Association must maintain a majority of the civil servants as members to continue as representative. This recognition merely allows the Association to discuss with the Lieutenant-Governor-in-Council matters affecting employees "general welfare and conditions of

¹Ibid., p. 313.

²"Relations of the Legislation and Affiliations Committee", Civil Service Bulletin, January 1968, p. 22.

³Salik, Provincial Labor Laws, p. 31.

employment".¹ An employee who has a grievance may write to the Public Service Commission who makes a decision on the matter.

ONTARIO

The Civil Service Association of Ontario was founded in 1911, and incorporated under its present name in 1927. However, "the leadership allowed a badly divided Association to fall in near bankruptcy in 1953"², the result being a lack of support of many of the civil servants.

A Joint Advisory Council was established in 1944 by Order-in-Council. However, the official side was represented by senior civil servants and not ministers thus making bargaining an indirect process. The terms of reference of the Joint Advisory Council "have been interpreted to exclude direct salary matters".³

Besides the lack of authority of the Joint Council and the internal difficulties of the Association, the province had also been generous in its pay increases. As a result, "there were few real difficulties in the relationship between the Government and the Association until 1956".⁴

A brief was submitted to the Government in 1956 by the Association, regarding the need for revision of the Public Service Act. What

¹Ibid., p. 32.

²Scarrow, "Employer-Employee Relationships", p. 388.

³Frankel, Staff Relations, p. 261.

⁴Ibid., p. 266.

the Association was striving for was, in effect, direct negotiations with the Commission which could then make recommendations to the Government.

After two further briefs and still no action had been taken by the Government, a general meeting of Association members was held on March 22, 1959, which resolved that full collective bargaining was desirable. This was, however, not achieved at that time, but, "Ontario civil servants received a general salary increase in October, 1959, and the turbulence subsided".¹

Presently, the Civil Service Association comes under the Public Service Act of 1961-62. Under the terms of the act, the Association must maintain a majority membership to retain its bargaining rights, and the Joint Council is the negotiating organ for the Association.

If agreement cannot be reached in joint consultation, the matter may be referred to a mediation board by the Minister of Labour. If agreement is still not reached, the matter must be referred to the Civil Service Arbitration Board. In spite of present legislation, there are still difficulties being encountered in negotiations between the Association and the Government. In a recent newspaper article regarding the sentiments of the Association, it was noted that, "many of the representatives would have preferred more direct and stronger action

¹Ibid, p. 275.

in place of arbitration hearings".¹

The Association did not affiliate with the Canadian Labour Congress because it felt that, "the special status of civil servants was not compatible with general trade-unionism and it would lead to the withdrawal of many professional and executive civil servants from the Association."²

QUEBEC

As of 1956, the situation in Quebec was expressed as follows: "In Quebec an unsympathetic government has effectively discouraged the two staff associations (organized in Montreal and Quebec City) from uniting, or expanding their activities beyond recreational and cultural pursuits; and statutory provision for employee representation on the Civil Service Commission has remained a dead letter".³

Under the Public Service Employees Disputes Act of 1944, strikes in the public service were forbidden as was affiliation of provincial government employees with organized labour.⁴

The fact that a radical change was needed in the civil service was vividly apparent by June of 1963. At that time, it was stated that, "Among many Quebec politicians, it is generally agreed that the prov-

¹"Premier Robarts Unwilling to Intervene in CSA Talks", The Globe and Mail, Wednesday, June 19, 1968.

²Frankel, Staff Relations, p. 277.

³Scarrow, "Employer-Employee Relationships", p. 386.

⁴Ibid., p. 386.

incial civil service badly needs reform . . . " and also that, "the civil service suffers from low pay, a lack of equality in job classifications and the hangover of a patronage system that has been perpetuated for decades."¹

Although in 1964, Premier Jean Lesage was reported to have said, "the Queen does not negotiate",² the Syndicat des fonctionnaires provinciaux du Quebec achieved the right to represent Quebec's Civil Servants in November, 1964.³ Subsequently, the Civil Service Act of 1965 was passed which "authorized collective bargaining for provincial government employees in the same way and manner as the other employees of the Province's private sectors."⁴

In order to retain its representation right, the Syndicat must maintain a membership of seventy per cent of eligible employees, but also, it has the sole distinction among the provinces of having the Rand Formula in effect.⁵

Like Saskatchewan, the Quebec Civil Servants have the right to strike, effective January 31, 1966, however this is qualified by the provision that, "essential services and the manner of maintaining

¹L. Chisholm, "Unionized Civil Service May be Near in Quebec", The Financial Post, June 8, 1963, p. 25.

²"Quebec's Civil Service Law May be Ottawa Guide", The Financial Post, August 14, 1965, p. 19.

³"Civil Service Act, Quebec", Labour Gazette, December 1965, p. 1179.

⁴Salik, Provincial Labor Laws, p. 87.

⁵"Agreement Signed by Quebec Civil Servants", Labour Gazette, June 1966, p. 294.
The Rand Formula provides that all employees must pay dues, whether they actually belong to the union or not.

them are determined by prior agreement between the parties or by decision of the Quebec Labor Relations Board".¹

The Syndicat des fonctionnaires provinciaux du Quebec, (Quebec Civil Servants Union) is affiliated with the Canadian National Trade Unions. This affiliation is allowed only so long as "its constitution forbids it to engage in party politics or in financing a political party."²

NEW BRUNSWICK

The Civil Service Association of New Brunswick has the sole bargaining right of the civil servants, provided a majority is maintained. This right is given to them by the Civil Service Act of 1952, which includes amendments up to 1965.³ Section fifty-two of the Act states that; "The civil servants of the Province shall have the right to organize into a group or groups for their mutual interest and to negotiate with their employer on matters of salary, working conditions and other matters affecting employee welfare."⁴ The Civil Service Association exercises its right to negotiate through its representation on the Joint Council and has the check-off privilege. Also, by the Act, strikes are specifically forbidden. Recently, however, there has been evidence that the New Brunswick Association will have full collective bargaining rights. "The legislation will be based on a royal commission

¹Salik, Provincial Labor Laws, p. 4.

²Ibid., p. 87.

³Salik, Provincial Labor Laws, p. 46.

⁴Ibid., p. 47.

report last year by Dr. Saul Frankel of Montreal, who recommended full collective bargaining rights, including the right to strike."¹

NOVA SCOTIA

The only fact that the Civil Service Act of Nova Scotia of 1952 is specific about, is that grievance procedure is available. The only mention of the Association is that the "employee may be represented by the Civil Service Association at the hearing of the grievance".² The Association was not founded until 1956.³

PRINCE EDWARD ISLAND

Under the Civil Service Act of 1962, which includes amendments up to 1964, "only this Association (that is, the Public Servants' Association of Prince Edward Island, Incorporated) may represent the employees of the public service in the negotiative sessions of the Joint Council."⁴ The Association, which was founded in 1945, has been granted representation on a Joint Council.⁵ Provisions for recognition, certification or the right to strike are not stated in the Act.

NEWFOUNDLAND

Like Nova Scotia, Newfoundland has no formal laws for Civil

¹"N.B. Civil Servants Will Get Bargaining", Financial Post, September 21, 1968, p. 36.

²Salik, Provincial Labor Laws, p. 63.

³Warner, Hennessy, Public Management, p. 36.

⁴Salik, Provincial Labor Laws, p. 79.

⁵Scarrow, "Employer-Employee Relationships", p. 386.

Service-Government relationships. The public servants in Newfoundland are governed by the Civil Service Act of 1952, with amendments up to 1964, and the Civil Service Commission Act of 1953.¹ The only definite provisions are that, "the Lieutenant-Governor-in-Council may dismiss the civil servant or suspend him from duty or take other measures of disciplinary action against him for inefficiency, insobriety, insubordination, misconduct, dishonesty, or any other just cause."²

SUMMARY AND CONCLUSION

Mr. Frankel concludes that the following are the necessary ingredients for harmonious collective bargaining relationships in the public service:³

1. The Government representative must be distinguishable, responsible, and authoritative.
2. There must be a clearer recognition of the limitations of Joint Councils and of the need for direct negotiations on some matters.
3. An alternative to the strike, besides arbitration, is necessary.

He states further that staff associations will inevitably grow so long as trade unionism in the private sector is acknowledged.

Table one summarizes the labor laws presently governing provincial civil servants in Canada. The present situation would

¹Salik, Provincial Labor Laws, p. 56.

²Ibid., p. 57.

³Frankel, Staff Relations, p. 318.

TABLE 1.--PROVINCIAL LABOR LAWS GOVERNING PROVINCIAL EMPLOYEES IN CANADA: GENERAL LEGISLATION¹

	Name of Act	Employees' Rights	Employers' Rights	Employers'		Provisions For	Determined By
				Join Union	Barg./Negot.		
						Recog.	Cert.
ALBERTA	P.S.A.	N/S ⁵	Yes ⁴	Yes	No	Yes	N/S
B.C.	C.S.A.	Yes	Yes	Yes	Yes	Yes	Lt. Gov.
MANITOBA	C.S.A.	Yes	Yes ⁴	Yes	No	Yes	Minister
NEW BRUNSWICK	C.S.A.	Yes	Yes ⁴	Yes	No	Yes	Lt. Gov.
NEWFOUNDLAND	C.S.A.	No	Labor Relations	Provisions in Civil Service Act, R.S.N. 1952, c.22			
NOVA SCOTIA	C.S.A.	N/S	N/S	Yes	N/S	N/S	---
ONTARIO	P.S.A.	Yes	Yes ⁴	Yes	No	Yes	C.S.C.
P.E.I.	C.S.A.	Yes	Yes ⁴	Yes	N/S	Yes	---
QUEBEC	C.S.A. ²	Yes	Yes	Yes	Yes	Yes	Board
SASKATCHEWAN	P.S.A. ³	Yes	Yes	Yes	Yes	Yes	Board

TABLE 1--Continued

Settlement of Disputes				Strikes			Written Agreement
Grievance Procedure	Mediation	Conciliation	Arbitration	Banned	Permitted	Dues Check-Off	
ALBERTA	Yes	No	Yes ⁶	N/S	N/S	N/S	Yes
B.C.	Yes	No	No	N/S	N/S	No	No
MANITOBA	Yes	No	No	N/S	N/S	N/S	No
NEW BRUNSWICK	Yes	No	No	Yes	No	Yes	No
NEWFOUNDLAND							
NOVA SCOTIA	Yes	No	No	N/S	N/S	N/S	No
ONTARIO	Yes	No	Yes	N/S	N/S	No	Yes
P.E.I.	Yes	No	No	N/S	N/S	No	N/S
QUEBEC	Yes	Yes	Yes	Yes ⁷	Yes ⁷	Yes	Yes
SASKATCHEWAN	Yes	Yes	Yes	No ⁷	Yes ⁷	Yes	Yes

¹Adapted From: Salik, Provincial Labor Laws, p. 12.

²The C.S.A. makes the Labor Code generally applicable to provincial government employees.

³Collective bargaining provisions of the Trade Union Act apply here.

⁴Joint Council Negotiations.

⁵N/S--Not Stated in the Act.

⁶Crown corporations only.

⁷Strikes permitted only if essential services maintained.

seem to indicate that the most preferable structure would be one in which employees have the right to strike, with the provision for maintaining essential services. This would involve binding arbitration for essential services. The arbitration board, however, must be mutually acceptable to the parties involved.

The next chapter will involve an analysis of how average wages and salaries have changed in the civil services since 1961. From this analysis, some indication as to how wages and salaries have changed under the influence of the various powers of the Associations, as set out in this chapter, may be learned.

CHAPTER II
INTERPROVINCIAL COMPARISON OF AVERAGE
MONTHLY WAGES AND SALARIES

INTRODUCTION

This chapter is a presentation of the average monthly wages and salaries of provincial government employees on an annual basis from 1961-67. In this way, the actual changes in incomes of civil servants can be analysed. These changes in wages and salaries may or may not be the result of Civil Service Association pressure on individual Provincial Governments. The main point is that the associations likely had some bearing on the rates of remuneration to the degree by which their status, as outlined in chapter one, permits. Nevertheless, the data presented here is mainly intended to show what these changes were.

Assuming that the Civil Service Associations were influential, the degree of their success is measured by the degree to which they were able to affect changes in wages and salaries, which is what follows.¹

DATA SOURCES

The most accurate description of the average wages and salaries

. ¹It is recognized that the associations may also influence working conditions but the main interest here is income.

in the public service would involve access to not only payroll scales, but also, the frequency distribution of employees within each scale. Such information is, however, not available. Therefore, this approach could not be used to develop average wages and salaries.

Consideration was also given to taking a particular job description and its respective pay scale as a way of obtaining a specific vocation average rate. However, the difficulty of this method is the variation in job descriptions which exists between provinces.

The average monthly wages and salaries for provincial civil servants used in this paper are derived by calculating the average number of provincial employees for the month and their gross monthly payrolls. The specific group of government employees that is considered in this analysis is that classified as Departmental Services. Departmental Services, also known as General Fund activities, "comprehends the activities carried on by provincial governments as reflected in their estimates and in addition, expenditures on employment by special or administrative funds."¹

The remaining groups of government employees covered in the publication from which the averages were calculated, are those working for Provincial Institutions of Higher Education, Provincial Government Enterprises and Workmen's Compensation Boards. These three remaining

¹Canada, Dominion Bureau of Statistics, Provincial Government Employment, Catalogue number 72-007, (Ottawa: Queen's Printer, April-June, 1967), p. 4.

classifications of employees are not analysed in this paper. This is because the main interest here is with those persons who perform the general activities of the government function. In June of 1967, of 309,396 persons working for provincial governments, there were 202,050 or about 65% employed under the classification of Departmental Services.¹

The definition of the number of employees is given as being the number of Departmental Services employees on the payroll for the last pay period in each month. Payroll data used are, "the gross payrolls of all persons paid for work done during the month whether they were on strength at the end of the month or not. They include retroactive pay, salary adjustments and over-time payments."²

PRELIMINARY ANALYSIS OF DATA

Table 2 illustrates the average monthly wages and salaries for civil servants from 1961 to 1967. Analysis of the figures for 1967 illustrates that Ontario is by far the leader with an average monthly payroll of \$459. Saskatchewan, Manitoba and Alberta follow Ontario with payrolls of \$426, \$420 and \$413 respectively. Quebec and the four Maritime Provinces are all below the national average of \$408. Prince Edward Island civil servants are the lowest paid on an average monthly

¹This figure includes Yukon Territory and North West Territory employees.

²Canada, Provincial Government Employment, p. 5.

basis with a rate of \$273, while New Brunswick is the leader in the Maritimes with \$348 per month.

TABLE 2.--AVERAGE MONTHLY WAGES AND SALARIES FOR PROVINCIAL GOVERNMENT EMPLOYEES 1961-1967--CURRENT DOLLARS^a

	1961	1962	1963	1964	1965	1966	1967
NEWFOUNDLAND	241	245	243	253	274	281	312
P.E.I.	186	201	212	246	257	252	273
NOVA SCOTIA	180	192	211	225	227	238	281
NEW BRUNSWICK.	214	239	260	275	298	319	348
QUEBEC	N/A	N/A	N/A	N/A	333 ^d	350	401
ONTARIO	307	322	335	358	379	447	459
MANITOBA	304	317	331	337	353	374	420
SASKATCHEWAN	300	340	352	361	380	406	426
ALBERTA	314	325	325	343	363	378	413
B.C. ^b	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^c	285	299	311	329	348	368	408

^aCalculated from Appendix I, pp. 71-77.

^bFigures for British Columbia are not published.

^cCanada includes Yukon and North West Territories.

^dQuebec figures first published April 1965.

In the Atlantic provinces, prior to 1967, Nova Scotia was the lowest paid province with Prince Edward Island being second from the bottom. In 1961, Nova Scotia's average rate was \$180 compared with Prince Edward Island's \$186, whereas, in 1967, Prince Edward Island's rate was \$273 and Nova Scotia's civil servants received \$281.

Regarding the Prairie provinces, it should also be noticed that in five of the seven years studied, Alberta's average wages and salaries were higher than those for Manitoba. Only in 1967 and 1963, the year in which there was no change for Alberta, did Manitoba lead

Alberta.

Chapter I pointed out that only the public servants in the provinces of Quebec and Saskatchewan have the right to strike and that this may influence their relative position. The data illustrates that Saskatchewan is in second position with \$426 in 1967 and Quebec is in fifth position with \$401. Initially then, the strike weapon might therefore be interpreted as an indeterminate influence on average wages and salaries. But, Quebec's wages and salaries are rising rapidly.

In 1961, Nova Scotia's average wages and salaries were the lowest and were about 59 percent of the Ontario rate which was the highest. In 1967, Prince Edward Island had the lowest rates, and this was again 59 percent of Ontario's. Thus, one might infer that the lower wages and salaries provinces are not catching up with the provinces with the higher rates.

Table 3 indicates what the average annual change in percentage terms has been for the provinces over the seven year period. Although Alberta stands fourth with respect to the highest average wages and salaries, it has the relatively poor showing of eighth for average increases for the seven year period. It has averaged only 4.70 percent for each year, compared with 6.17 percent for the national average and 9.83 percent for the leader, Quebec.

New Brunswick has the second highest average annual percentage increase with 8.45 percent. New Brunswick, therefore, leads the Maritimes in both average increases and the absolute level of incomes in the public service. Newfoundland is the province with the lowest

average annual percentage increase with 4.47 percent. Not only that, the fact that it even reached this level is mainly due to Newfoundland's 1966 to 1967 increase of 11.03 percent.

TABLE 3.--PERCENTAGE ANNUAL CHANGES IN PROVINCIAL GOVERNMENT EMPLOYEES' AVERAGE MONTHLY WAGES and SALARIES^a

	1961- 62	1962- 63	1963- 64	1964- 65	1965- 66	1966- 67	Aver- age
NEWFOUNDLAND .	1.65	-.81	4.11	8.30	2.55	11.03	4.47
P.E.I.	8.06	5.47	16.03	4.47	-1.94	8.33	6.73
NOVA SCOTIA .	6.66	9.89	6.63	0.88	4.84	18.06	7.82
NEW BRUNSWICK	11.68	8.78	5.76	8.36	7.04	9.09	8.45
QUEBEC	N/A	N/A	N/A	N/A	5.10 ^b	14.57	9.83
ONTARIO	4.88	4.03	6.86	5.86	17.94	2.68	7.04
MANITOBA	4.27	4.41	1.81	4.74	5.94	12.29	5.57
SASKATCHEWAN .	13.33	3.52	2.55	5.26	6.84	4.92	6.07
ALBERTA	3.50	-	5.53	5.83	4.13	9.25	4.70
B.C.	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA	4.91	4.01	5.78	5.77	5.74	10.86	6.17

^aCalculated from TABLE 2, p. 29.

^bFigures for Quebec first published April, 1965.

^cFigures for British Columbia are not published.

^dFigures for Canada include Yukon and North West Territories.

All of the remaining Atlantic provinces are above the national average increase with increases as follows: Prince Edward Island--6.73 percent; Nova Scotia--7.82 percent; and New Brunswick--8.45 percent.

Newfoundland and Prince Edward Island are the only two provinces that have experienced a decrease in any year. However, Alberta made no change in the 1962-63 year. Also, Alberta is the

only province whose civil service has not enjoyed a greater than ten percent increase during any of the 1961-67 period.

Generally speaking then, the three Prairie Provinces and Newfoundland have displayed the poorest average gains during the reference period. However, significant increases in the 1966-67 period for all but Saskatchewan, may forecast higher average increases in the future. Since the Civil Service Association of Alberta did not achieve the right to negotiate until 1965, as pointed out in Chapter I, the 9.25 percent increase in the 1966-67 period is the first real test of their performance. If this result becomes a general rule, then Alberta's public servants may look ahead to higher relative, as well as absolute, average wages and salaries.

CONCLUSION

The methodology of the above analysis can be criticized in some areas. As a result, the results and interpretations must be qualified.

It is recognized that the system of obtaining average monthly wages and salaries may not be an accurate description of what an average employee earns. Nevertheless, the system was implemented in a consistent manner for all provinces and the raw data was all taken from the same publication. Since an interprovincial comparison is what is desired, it is felt that the system used is justifiable.

A further criticism may be that because gross payrolls were used, one civil service experiencing more overtime work than another, would thus be shown to have a higher average rate. However, one may argue that although there may be variations in overtime activity in

various sectors of the economy, the important point is, the amount of money the individual earns each month. Nevertheless, this overtime factor is a significant disrupting factor and must be recognized.

Although the above figures are interesting, the explanation of them is still incomplete. Obviously, if provinces were ranked in order of collective bargaining strength and assuming bargaining strength was equal to the right to strike, were it possible to measure this, Saskatchewan and Quebec, who have the right to strike, would have the highest average wages and salaries and Nova Scotia and Newfoundland, who have little in the way of formal bargaining procedures, would be lowest. Although Nova Scotia and Newfoundland are relatively low, this may be due to other reasons besides collective bargaining strength and it is necessary to look elsewhere for causes. These other causes are discussed in Chapter III.

Also, Saskatchewan's relatively high level may be attributed to the paternalistic attitude of the labor oriented political power during earlier years. At the same time, Quebec's lower level may be attributed to Premier Duplessis' firm grip on provincial affairs during the fifties.

In order to analyse these provincial disparities in greater detail, Chapter III will be a statistical analysis of several independent variables which may influence provincial average monthly wages and salaries.

CHAPTER III

ANALYSIS OF INDEPENDENT VARIABLES

INTRODUCTION

Chapter II examined the average monthly wages and salaries in the provincial public service from 1961-67. Chapter III is an analysis of the following variables which may have significant influence on changes in public service wages and salaries: industrial composite average wages and salaries; federal government employees' average wages and salaries; the percentage change in the number of public servants in the respective provinces; the changes in the percentage of public servants in the provincial labour force; the changes in the Consumer Price Index; and changes in the unemployment rates within the respective provinces.

Consideration was given to using a regression analysis or a partial correlation analysis in attempting to assess the influence of these variables on wages and salaries. However, these possibilities were rejected. Since comparable data in these series were only available for seven years for the dependent variable, and since we wish to consider six independent variables acting on the dependent variable, this would render zero degrees of freedom. Thus, regression or partial correlation analysis was deemed of little use. However, simple correlation coefficients were derived and are discussed in the conclusion.

It is, in fact, suspected that the variables are strongly

interdependent. Nevertheless, it is interesting to compare changes in variables in the light of the results of the previous chapter. This comparison begins by giving data on the derivation of the variables, and an analysis of changes in the 1961-67 period.

CIVIL SERVICE AVERAGE WAGES AND SALARIES

Analysis

As shown in column one of Table 4, the province of New Brunswick has achieved the largest increase in average wages and salaries in the public service from 1961-67 with 62.61 percent. Newfoundland and Alberta with respective increases of 29.46 percent and 31.52 percent are the provinces with the smallest increase.

The fact that Prince Edward Island, Nova Scotia and New Brunswick are above the national average of 43.15 percent may suggest that these three Atlantic provinces may be closing the gap on regional income disparities--at least in the public service. The only other province which is above the national average is Ontario with 49.51 percent. This implies that Ontario will maintain its lead in average monthly wages and salaries which was demonstrated in the previous chapter. At the same time, one could subsequently infer that the remaining provinces having an increase of less than 43.15 percent are losing ground with respect to the national average.

In the following sections, these percentage increases will be considered with respect to the various other independent variables.

TABLE 4. --PERCENTAGE CHANGES IN SELECTED VARIABLES FROM 1961-67 (CURRENT DOLLARS)^a

	(1) Average Monthly Wages & Salaries Provincial Civil Servants	(2) Average Monthly Wages & Salaries Industrial Composite	(3) Employment In Provincial Civil Service Jan. 61-Dec. 67
NEWFOUNDLAND	29.46	29.08	70.54
PRINCE EDWARD ISLAND	46.77	28.81	94.97
NOVA SCOTIA	56.11	29.56	24.54
NEW BRUNSWICK	62.61	33.94	35.78
QUEBEC	20.42 ^b	14.17 ^b	30.09 ^b
ONTARIO	49.51	30.00	31.56
MANITOBA	38.15	24.60	54.20
SASKATCHEWAN	42.00	28.43	36.60
ALBERTA	31.52	25.79	50.06
BRITISH COLUMBIA	N/A ^c	35.34	N/A ^c
CANADA	43.15 ^d	31.54	N/A ^g

TABLE 4--Continued

	(4) Percent of Civil Service in Labour Force Jan. 61-Dec. 67	(5) Average Consumer Price Index ^h	(6) Average Percent of Canadians Un- employed
NEWFOUNDLAND	1.06e	10.9	39.98e
PRINCE EDWARD ISLAND	1.06e.	N/A	39.98e
NOVA SCOTIA	1.06e	9.9	39.98e
NEW BRUNSWICK	1.06e	11.1	39.98e
QUEBEC . . . . .	.39b	7.0b	0b
ONTARIO . . . . .	.21	14.9	40.97
MANITOBA . . . . .	.75f	13.2	24.57f
SASKATCHEWAN . . . . .	.75f	11.3	24.57f
ALBERTA . . . . .	.75f	11.8	24.57f
BRITISH COLUMBIA	N/A	11.0	37.33
CANADA	N/A	15.3	41.28

aSource: See Appendix V, p. 83.

bCalculated from April 1965 to December 1967.

cFigures for British Columbia not available.

dCanada figure includes Yukon and North West Territories.

eFigure represents aggregate for Atlantic Provinces.

fFigure represents aggregate for Prairie Provinces.

gSee Appendix II, Table 2 footnotes for explanation.

hPrice indexes measure within a city the percentage change in consumer prices from the base period. They cannot be used to compare price levels between cities.

INDUSTRIAL COMPOSITE AVERAGE WAGES AND SALARIESData Information

The data in Table 4 under column two gives the percentage change in average wages and salaries between 1961-67, for the Industrial Composite.¹ The figures are based on the 1961 Revised Standard Industrial Classification index.² In order to make these figures comparable with those of the public sector, payrolls in this case also refer to gross payrolls including salaries, straight time and overtime wages, cost-of-living allowances, commissions, holiday pay, sick pay and production and shift bonus.³ Employees in this case were, "all wage earners and salaried employees of reporting establishments who are paid for rendering current services or are paid in absence during the reference period except for casual employees."⁴

It is felt that industrial wages and salaries is a significant variable with respect to having an influence on civil service wages and salaries assuming we accept the tendency towards pattern bargaining. That is, the public service asks for a similar wage and salary increase to that obtained by the private sector.⁵

¹The Industrial Composite is the weighted average of the wages and salaries paid to employees in all industries.

²All figures, describing employment or wages and salaries now put out by Dominion Bureau of Statistics, are classified by this 1961 index. The previous industrial classification was that of 1949.

³Canada, Dominion Bureau of Statistics, Employment and Average Weekly Wages and Salaries, Catalogue number 72-002, April 1967, (Ottawa: Queen's Printer) p.ii.

⁴Ibid., p.ii.

⁵This can also work in reverse fashion. An example is the Seaway Authority granting thirty percent in 1965. This subsequently came to be called Pearson's Formula and deemed to have Federal Government's universal approval.

Analysis

From columns one and two in Table 4, one could infer that average wages and salaries have risen by a larger amount in the public sector than in the private sector over the seven year period. Only the province of Newfoundland, whose percentage increase in the private sector is 29.08 percent is similar to the increase in the public sector which stands at 29.46 percent. In all provinces, the public sector has at least a six percent larger increase than in the private sector.

The province which has had the largest increase in the private sector over the seven year period is British Columbia with 35.34 percent and second is New Brunswick with 33.94 percent. It should also be remembered that New Brunswick was the leader in the public sector, thus intimating that there may be some relationship between the two areas.

The figure for Quebec of 14.17 percent is only for the period 1965-67. The increase for the 1961-67 period in Quebec is 33.84 percent, which is not significantly different from that of New Brunswick.

With the exception of Quebec, New Brunswick and British Columbia, the remaining provinces have had a percentage increase in wages and salaries in the private sector which is below the national average, which stands at 31.54 percent.

Also, it should be noted that Manitoba and Alberta have had the smallest increase with 24.60 and 25.79 percent respectively.

Upon comparing absolute figures for the private and public sector, it will be observed that of the nine provinces analysed in the public sector, four of them, that is, Ontario, Manitoba, Saskatchewan and

Alberta, have higher absolute average wages and salaries than in the private sector.¹ Therefore, if the larger percentage increases in all provinces are presumed to continue in the public sector, and since the average wages and salaries in the public sector are now higher than in the private sector for these four provinces, then the public servants will continue to be better off financially. In the remaining five provinces, where the absolute values of 1967 are higher in the private sector, the gap will be narrowed because percentage increases are larger in the public sector than in the private sector.

Besides the absolute effect, caution is required in interpreting percentage changes in the public sector because of variances between the private and public sectors in their base rates. Chapter One has illustrated that collective bargaining in the civil service has only attained legal status in the 1960's for most provinces. Thus, the large percentage changes in civil service wages and salaries may partly be the result of a large initial movement towards an equilibrium position which is above the private sector. Should this be the case, the larger percentage changes in the public service as compared with the private sector, may taper off.

EMPLOYMENT IN THE PROVINCIAL CIVIL SERVICE

Data Information

It is recognized that all public servants within a province do

¹See Chapter II, Table 2 and Appendix II of this chapter on page 78.

not belong to their respective Associations. However, as pointed out in Chapter I, most Associations must maintain a majority membership in order to continue to be bargaining representative. Therefore, if the size of the public service has grown over the seven year period, so must the size of the Association have grown, thus increasing gross income from dues. It is difficult to measure the effect of this change in the size of the civil service on wages and salaries, because one cannot say that a larger union will have greater bargaining power and thus be able to demand larger increases in wages and salaries. The association may have a large treasury but a weak organization. Consideration must also be given to the fact that increasing monetary demands upon the government by other parties may be occurring at the same time. However, the following analysis is a survey of the changes in the size of the provincial civil service in relationship to changes in civil service average wages and salaries.

Analysis

As is illustrated in column three of Table 4, Prince Edward Island has increased the size of its public service by 94.97 percent from January 1961 until December 1967. This was the largest percentage change, but by no means the largest absolute change.¹ It might be inferred from this large change in the number of civil servants and the likewise relatively large increase in civil service wages and salaries

¹Ontario had the largest absolute change of 14,757 persons. See Appendix III, Table I, p. 79 for other provinces.

in Prince Edward Island--46.77 percent--that there is a cause and effect relationship. However, this theory must be modified upon observation of the experience in Nova Scotia. Nova Scotia had the smallest increase in the size of her public service of 24.54 percent and at the same time underwent the second highest increase in wages and salaries of 56.11 percent. But, the experience in Nova Scotia could be an exception and the increases due to other factors.

As was the case for average wages and salaries in both the private and public sectors where Alberta's and Manitoba's percentage changes tended to move symmetrically, the percentage changes in the number of civil servants have also moved together. The increases for Manitoba and Alberta in the size of the public service over the seven year period are 54.20 percent and 50.06 percent respectively.

A further datum under this heading is that whereas Ontario has increased the size of its labor force by 31.56 percent in the seven year period, Quebec has increased her size by 30.09 percent in only two and one-half years. As of December, 1967, Quebec had 53,164 public servants employed in "Departmental Services" while Ontario had 61,515.

Although an increasing provincial labor force may affect average wages and salaries simply through the mass influx of demands, the size of the labor force in the private sector may also be growing. Therefore, as mentioned above, private sector increasing demands may then act as a balancing effect. Column four of Table 4 indicates this because in all cases, the increase of the public service as a percentage of the provincial labor force is 1.06 at the most.

The figures for the percent of the civil service in the labour force are only available for the regions and there may be some small variation between the smaller provinces. However, this is not likely since the Atlantic region, which has the largest percentage increase of 1.06 percent, includes Newfoundland's increase of 70.54 percent and as previously mentioned, Prince Edward Island's increase of 94.97 percent in the size of the public service.¹

One might also argue that the infra-structure of the civil services of the Atlantic Provinces was not as well established as it may have been in the other provinces prior to the 1960's, thus causing the relatively larger percentage increases in the number of employees in their civil services.

The conclusion, however, is that while there may be some relationship between changes in public service wages and salaries and the percentage increase in the size of the public service, it is difficult to measure. This is because changes in the volume of civil servants, or in the volume of their demands, does not necessarily lead to governments yielding to these demands.

CONSUMER PRICE INDEX

Data Information

In order to fit data on changes in price indexes into Table 4

¹An interesting aside to this discussion is that participation rates for Canada as a whole have only increased from 54.5 percent in January 1961 to 55.4 percent in December 1967. Canada, Dominion Bureau of Statistics, Seasonally Adjusted Labour Force Statistics, (Ottawa: Queen's Printer, 1968), p. 75.

selected cities have been taken as proxies for the provinces.¹ Since the cities used are either provincial capitals or the largest city in the province, they should give a fair indication of how price changes affect the majority of public servants.

Price indexes may be an important variable having a significant influence on civil service wages and salaries due to their use as a bargaining point. For example, a Civil Service Association may argue that since the Consumer Price Index (CPI) has increased three percentage points in the past year, so must wages and salaries increase three percentage points to maintain the previous real income level.

The following section will attempt to identify a relationship between movements in civil service wages and salaries and the CPI by comparing percentage changes in civil service wages and salaries for the 1961 to 1967 period, with percentage changes in the CPI for the same period.

Analysis

Column five of Table 4 indicates that Toronto has experienced the largest increase in cost for its basket of goods. It has increased 14.9 percent since 1961. Ontario's civil servants experienced an increase in wages and salaries of 49.51 percent in the same period.

There is not a great deal of difference in percentage changes in the CPI for the various provinces. Nova Scotia had the smallest

¹See Appendix IV, p. 82, for complete description.

change with 9.9 percent. The New Brunswick civil service has done quite well by its 62.61 increase in wages and salaries and only 11.1 percent increase in the CPI.

Again for this variable, there seems to be little justification for the postulate that the CPI is the main determining factor influencing wages and salaries in the civil service. Lead and lag relationships may also have an influence on this aspect of bargaining. Without escalation clauses written into a long term collective agreement, losses in real income due to increases in the CPI could not be adjusted until a new agreement is reached. Therefore, price increases in the later years of the 1961 to 1967 period may not be accounted for as yet, in changes in civil service average wages and salaries. However, the general statement can be made that changes in the CPI and civil service average wages and salaries are in the same direction.

FEDERAL GOVERNMENT AVERAGE MONTHLY SALARIES

Data Information

The data for federal government salaries were derived in a manner similar to that used to derive provincial government wages and salaries.¹ Payrolls are gross payrolls. Retroactive payments and overtime payments have been added to regular payments to obtain the gross payrolls. The "employee" in the federal case is a salaried employee under the classification of "Departments and Departmental Corporations--Classified by Function which has a similar context to

¹Data calculated from Canada, Dominion Bureau of Statistics, Federal Government Employment, Catalogue number 72-004, (Ottawa: Queen's Printer, Volumes 1961-67 inclusive).

Departmental Services in the provincial case.

While this analysis does not include wages as well as salaries, it is felt that changes in federal scales would certainly have an influence on the demands of Provincial Associations.¹

It is assumed that percentage increases in salaries for federal civil servants are uniform in all provinces. Therefore, increases on a provincial level for federal civil servants were not calculated. This was done rather on a national level.

Analysis

The average monthly salary of federal government employees has increased 39.33 percent from \$361 in 1961 to \$503 in 1967.² This percentage increase is somewhat less than the national average for provincial government employees whose percentage increase over the seven year period was 43.15 percent. Disregarding Quebec, only Alberta, Manitoba and Newfoundland had a percentage gain of less than the federal average of 39.33 percent.

Consideration must also be given to changes in absolute levels because differences in the base rate may cause percentage changes to be deceiving. In 1961, the highest absolute provincial average rate was \$314 recorded for Alberta, and, in 1967, the rate was \$459 recorded for Ontario. Therefore, in 1961, the federal civil servant's average rate was \$47 above the highest absolute rate in the provinces and in 1967 the federal rate was \$44 above the highest absolute rate in the provinces.

¹Information on wages and salaries combined is not available.

²The figure for 1967 is the average of the months January to July.

Thus, in spite of the fact that federal civil servants' percentage increase was only better than that of the provincial civil servants in Alberta, Manitoba and Newfoundland, the federal civil servants are still about the same absolute level above the highest provincial rate.

The conclusion that the majority of the provincial civil servants are increasing their wages and salaries faster than the federal civil servants is nevertheless still valid, since in bargaining it would be advantageous for provincial civil servants to point to the higher average salaries of federal civil servants. The \$42 and \$45 relationship may be an indication of this.

UNEMPLOYMENT RATES

Data Information

The higher the unemployment rate the less one would expect wages and salaries to increase. This is because workers are willing to accept a lower wage rather than the risk of being unemployed, if the assumption is made that institutional factors do not restrict this tendency.

Column six of Table 4 illustrates the percentage changes from 1961 to 1967 for the average percent of Canadians unemployed. Again, as was the case for the percent of the civil service labour force, figures are available only by region and not by province. These changes in unemployment rates will now be analysed in an attempt to assess their influence on average monthly wages and salaries in the provincial civil service.

Analysis

Column six of Table 4 indicates that the Prairie region has had a 24.57 percent decrease in the average percent of unemployed in the 1961 to 1967 period. The remaining regions have tended towards a forty percent decrease in the unemployment rate. The percentage changes in civil service average wages and salaries for the Prairie Provinces, are all comparatively low, that is, below the change for Canada of 43.15 percent. Therefore, the relatively small changes in percentage unemployed in the Prairie region may have some influence on these civil service changes. However, there is no proof of this.

With respect to absolute changes, the Atlantic region has had the largest decrease in percentage unemployed since 1961, from 11.03 percent to 6.62 percent, although at 1967, it still had the highest unemployment rate.¹ This might also be taken as a factor influencing the large increases in wages and salaries made by civil servants in Prince Edward Island, New Brunswick and Nova Scotia.

Although the change in unemployment rates is a significant factor, perhaps more significant in influencing higher wages and salaries is the maintenance of a low unemployment rate. However, in the case of the Prairies where the unemployment rate was 4.07 percent in 1961 and 3.07 percent in 1967, Alberta, Saskatchewan and Manitoba have increased public service payrolls by 31.52 percent, 42.00 percent, and 38.15 percent respectively which is below the national

¹See Appendix III, Table 5, p.81.

average. This suggests then, that while absolute and relative changes in unemployment rates may affect wages and salaries in the public service, the maintenance of a low or stable unemployment rate does not guarantee higher wages and salaries in the public service.

CONCLUSION

This chapter has attempted to show the influence of selected economic variables on the average monthly wages and salaries of provincial civil servants. It is felt that these variables may be used as guidelines by the respective Civil Service Associations in bargaining for higher wages and salaries.

Table 5 gives the simple correlation coefficients expressing the relationship between provincial civil service wages and salaries and the independent variables which have been analysed in this chapter.

TABLE 5.--SIMPLE CORRELATION COEFFICIENTS OF PROVINCIAL CIVIL SERVICE AVERAGE WAGES AND SALARIES CHANGES, 1961-67, WITH SELECTED VARIABLES

Variable	Correlation Coefficient
Industrial Composite Wages and Salaries . . . . .	.8107
Employment in Provincial Civil Service . . . . .	.4343
Percent of Civil Service in Labour Force . . . . .	.3575
Consumer Price Index . . . . .	.3810
Percent of Canadians Unemployed . . . . .	.7126

The simple correlation coefficients indicate that the percentage change in the industrial composite wages and salaries, with a coefficient of .81, and the percentage change in the percent of Canadians unemployed with a coefficient of .71, are the better approximations of the percentage change in civil service wages and salaries. The coefficient for the percentage change in the CPI, which is .38 is

relatively low.

Interpretation of these coefficients must be presented cautiously because of the presence of multicollinearity between the series. Also, it should be noted that the series are changes in averages. These averages may have distorted the trends that have actually occurred.

However, all the independent variables, with the exception of the percentage of Canadians employed, did move upwards as did civil service wages and salaries. The question of assigning a weight to each of the independent variables as a measure of its influence on percentage changes in provincial civil service wages and salaries is still, nevertheless, unanswered. The statistical measurement of these influences, using regression analysis, cannot be taken until more data is available.

The next area in this paper is a review of the literature on attitudes towards Civil Service Associations as economic institutions. That is, whether the Associations should have the right to use collective bargaining as an influence on the government as the employer.

CHAPTER IV

THE GOVERNMENT AS EMPLOYER

INTRODUCTION

Government is the locus of sovereignty for the private sector. However, it must also act as an ordinary employer in the public sector. This puts it in a unique legal position vis à vis collective bargaining with its own employees.

While the previous three chapters of this paper have illustrated the powers of Civil Service Associations and what these powers have achieved over the seven year period, 1961-67, this chapter expounds on the accepted limitations of the powers of Civil Service Associations.

The first part of this chapter is an analysis of the Heeney report on collective bargaining in the Federal Civil Service. The remaining parts include discussions of the concept of sovereignty, the right to strike in the public service and the political activity of civil service associations. The purpose of this discussion is to relate the Heeney Report and these above concepts to the provincial collective bargaining structures as outlined in chapter one.

THE HEENEY REPORT

In July 1965, the Report of the Preparatory Committee on Collective Bargaining in the Public Service, also known as the Heeney

Report was published.¹

The report made five general proposals. These are as follows:

1) allow representatives of employees and employers to discuss rates of pays and conditions of employment with the prospect of reaching a binding agreement; 2) make available arbitration when negotiations break down; 3) implement the awards of the arbitration procedures as soon as possible; 4) make the Public Service changes adaptable to its character; 5) conform closely to laws already established for relations between employees and employers yet subject to qualifications of the government's unique position as an employer.²

As a follow-up to the final proposal, the statement was made that:

The Public Service cannot be insulated from the economic and social environment in which it operates, and that the aspirations and expectations of its employees, and of the organizations that serve their interests, are bound to be affected and, to some extent at least, moulded by the conditions and practices prevailing outside the Public Service. We concluded therefore that as far as possible, the system of collective bargaining and arbitration in the Public Service of Canada should be rooted in the principles and practices governing employer-employee relations in the Canadian community at large.³

Thus, we can see a significant development in civil service relationships. Civil servants are now recognized as people who are products of their environment wanting the same rights and privileges as their neighbours employed in the private sector. Whereas the

¹Canada, Report of the Preparatory Committee on Collective Bargaining in the Public Service, July 1965, A. D. P. Heeney, Chairman (Ottawa: Queen's Printer, 1965).

²Canada, Committee on Collective Bargaining, p. 24.

³Ibid., p. 25.

government was previously looked upon as a paternalistic employer and a leader in working conditions, now is recognized as someone who, on occasion, should be subject to economic pressures.

Significant specific recommendations were also made in this report. These included, among others, the establishment of the Public Service Staff Relations Board (PSSRB) which is independent of government control, the establishment of the Treasury Board as the Government agent in collective bargaining, the establishment of bargaining units according to occupational groups, the provision for conciliation before arbitration, and the right for the bargaining units to choose either the Arbitration Tribunal or to strike, before negotiations begin.

The Heeney Report also suggested that an independent Pay Research Bureau be established to analyse the wages and salaries in other sectors of the economy with respect to public wages and salaries.

The Bureau should be authorized to make the results available to other interested persons whenever, in the opinion of the Director, it is in the public interest to do so . . . but . . . it should not be required to present its findings in the form of a comparison of the situation inside and outside the Public Service.¹

While the resulting legislation based on the recommendations of this report is not considered the last word in collective bargaining in the civil service, it is comprehensive and gives civil servants privileges and rights already attained by their industrial counterparts.²

¹Ibid., p. 42.

²The resulting legislation was: Bill C-170, The Public Service Staff Relations Act, Bill C-181, The Public Service Employment Act and Bill C-182, and amendment to the Financial Administration Act, passed in March, 1967.

Both the Heeney Report and the subsequent legislation were criticized by the Canadian Labour Congress with which the Federal Associations are affiliated. The grounds for criticism of the legislation were that procedures were unnecessarily complicated, the powers of the PSSRB and its chairman were too great, it temporarily removed the right of employees to determine their own bargaining units and the check-off of union dues, which was previously available, was given no consideration.¹

SOVEREIGNTY

The question of sovereignty may be stated as follows: "The government in power represents the Queen in parliament. The Queen cannot be tied by the verdict of a tribunal that owes its existence to her."² The Heeney Report recognizes this fact and makes allowances for sovereign decision by saying the arbitration decisions could be debated in Parliament and an Order-in-Council passed if legislation were necessary to avert a strike.

The theoretical aspect of sovereignty leads us into the realm of political science. This is demonstrated in Northrup and Bloom's statement supporting binding arbitration. Their analysis of the situation is as follows:

Traditionally, the government as employer assumes that

¹CLC Brief Criticizes Bargaining Legislation, Labour Gazette, January 1967, p. 7.

²Industrial Relations Research Association. Proceedings of the 1966 Annual Spring Meeting, (Milwaukee, Wis., 1966), p. 16.

since the government represents the sovereign power, it must reserve the sole right to determine the terms and conditions of employment under which its employees labor. In actual fact, however, the second premise does not follow the first. The essence of sovereignty includes the right to delegate authority. Hence, the sovereign power can delegate or share authority to determine the terms and conditions of employment.¹

An opposing view to this is expressed by Vosloo who splits sovereignty into two sections--legal and political sovereignty.² Political sovereignty he describes as a circular phenomenon which ultimately rests with the people, that is, the voters. However, he feels that the sovereignty involved in determining employer-employee relationships in the civil service is legal sovereignty. Since the legal powers of government are delegated to the judicial branch of government, employee-employer relationships can therefore be delegated. But, the government retains the legal authority to change any collective agreement. The problem stated simply is that, if we accept full collective bargaining rights for civil servants, we must also be prepared to accept the consequences of a binding decision from an arbitration board, even though it may be contradictory to the public interest. However, even if we accept this, the definition for public interest still evades us. As Mr. Frankel has pointed out, "the public interest is not a generalized constant, but an aggregate of individual and group interests which

¹Herbert R. Northrup and Gordon Bloom, Government and Labor, (Homewood, Ill.: Richard D. Irwin, Inc., 1963) p. 455.

²W. B. Vosloo, Collective Bargaining in the United States Federal Civil Service, (Chicago: Public Personnel Association, 1966) pp. 19-20.

varies in structure and intensity with respect to different issues."¹

With the loss of sovereignty, other problems might arise such as the loss of government paternalism, difficulty in maintaining the merit system--an essential in the government service, and the problem of meeting statutory deadlines for budgets if negotiations are incomplete.² However, these losses, it would seem, are rather minor from the Association's point of view, in comparison to the economic power gained by the Associations with full bargaining rights.

THE RIGHT TO STRIKE

In any discussion of employee relations in the public service, the question of the right to strike arises. There are two problems here, one being whether the right to strike should be granted to public servants generally and the second being, whether the right to strike should be granted in essential services. This then leads to a decision as to what are essential services.

Quebec and Saskatchewan have generally assumed essential services as those areas connected with public health and safety. The Heeney Report restricts the following groups from strike action: persons appointed by the Governor in Council under an Act in Parliament; the Armed Forces; the R.C.M.P.; persons whose employment is established by a service contract; persons whose remuneration is a function of the

¹S. J. Frankel, "Staff Relations in the Public Service: The Ghost of Sovereignty", Canadian Public Administration, II, 1959, 68.

²Illinois State Federation of Labor and Congress of Industrial Organizations. Proceedings of Eighteenth Annual Central Labor Union Conference, (University of Illinois, 1966), pp. 7-10.

amount of revenue they collect as government agents; persons locally engaged outside Canada; temporary employees; and those required to work less than one-third of the normal work period.¹

The most common emotional appeal for the right to strike is best expressed as follows:

In this complex society, where there are so many diversified interests, what right have we, the public, to single out one group and ask them to make the sacrifice no other group is willing to make.²

Various other arguments condoning the right to strike are that public employees are subsidizing an inefficient government by accepting lower wages and salaries; many jobs in the public sector are not really essential services,³ and with the choice provided as in Bill C-170, most civil servants would choose arbitration rather than the right to strike;⁴ there is no better means for determining the needs and demands of civil servants;⁵ and "the more secure a union feels, the less prone it will be to strike--to flex its muscles, to show its power."⁶

¹Canada, Committee on Collective Bargaining, p. 27.

²Harry Simon, "The Right to Strike in the Public Service", Canadian Labour, November, 1964, pp. 19-21.

³Francis K. Eady, "Panel on Labor-Management Relations in the Public Service Sector", Labour Gazette, June 1968, pp. 322 and 323.

⁴"New Legislation in the Federal Government Service," Labour Gazette, May 1967, pp. 291 and 319.

⁵Industrial Relations Research Association. Proceedings of the 1966 Annual Spring Meeting, (Milwaukee, Wis., 1966), p. 20.

⁶Institute of Industrial and Labor Relations, Division of Continuing Education. Proceedings of a Conference on Collective Bargaining for Public Employees, Ed. by Jack E. Triplett, (University of Oregon, Eugene, 1966), p. 16.

The most common arguments condemning the right to strike are that it is a challenge to the authority of the sovereign, and the argument that the public, since it has already paid for a service in terms of taxes, is entitled to the uninterrupted continuation of the service.

Various other arguments are that strikes give political opponents the opportunity to destroy public confidence in the government, they are unpatriotic, the continuous flow of the services is more important to society than a correction of unjust wages, harm is done to society without such services as police or fire protection, civil servants already enjoy privileges that private industry does not, the government may actually save money during a strike, the longer the strike, the more the government is encouraged to pay what is demanded and thus there is an extra burden on the taxpayer and all strikes are costly to all concerned.¹

Godine, in his analysis, sees the strike not as a matter of right, "but a brutal and spontaneous fact precipitated by events."² However, once the strike has occurred, he states that its resolution

depends in the final analysis not upon an evaluation of social repercussions, but upon a theory of the nature and value of the state. If its nature is held to demand a concentration of authority in excess of that possessed by any other group, a strike in the public service becomes almost a contradiction of terms. Its very rationale permits and indeed requires the state to suppress a challenge to its authority.³

¹David Ziskind, One Thousand Strikes of Government Employees, (New York: Columbia University Press, 1940), p. 248.

²M. R. Godine, The Labor Problem in the Public Service, (Cambridge, Mass: Harvard University Press, 1951), p. 164.

³Ibid., p. 172.

Perhaps the most enlightened view is that of Professor Chamberlain who says, "the right to strike may be a sacred principle--until it impairs other rights of expectancy held in even higher esteem."¹ Therefore, Chamberlain sees that strikes in the public service, like those in the private sector, are a matter of self-interest. But if this self-interest affects those values held in higher esteem, such as, the continuation of essential services, then the strike must be prohibited.

However, there appears the problem of measuring this "higher esteem". "Not only numbers, but also, intensity of feelings are important in ascertaining the strength of any given public opinion."²

As a conclusion, the strike in the public service must be considered with respect to legal rights of citizens, the moral rights of the workers, and the measuring of a strike's influence on these rights. Heeney, in his report, noted that "a strike would be quite indefensible and a lockout unthinkable".³ However, shortly after the publication of his report in 1965, the postal workers did strike. Heeney's answer to this was:

In a free society, laws that restrict the freedom of the citizen or interfere with or limit what are regarded as important and hard-won privileges or rights, which should in principle be common to all citizens, should be

¹Neil W. Chamberlain, Social Responsibility and Strikes, (New York: Harper and Brothers, 1953), p. 73.

²Ibid., p. 27.

³Canada, Committee on Collective Bargaining, p. 36.

enacted only when there is a clear and demonstrated requirement for such provisions in the public interest.¹

Thus, in the final analysis, there would appear to be no complete answer to the question of the right to strike. Compulsory arbitration, as a solution, leads us back to the sovereignty question. Until an acceptable third alternative is found, each case must be judged individually.

POLITICAL ACTIVITY

There are two problem areas concerning political activity among civil servants. First, there is the question of civil servants supporting a political candidate. Secondly, there is the question of affiliation of Associations with organizations, such as the Canadian Labour Congress, which actively support a political party.

Political activity has been defined as "any action designed to influence governmental policy or the persons selected, or to be selected, who formulate policy."² Recommended policy guidelines concerning political activity include: encouragement of public servants to vote, yet protection from coercion; prevention of misuse of government positions for political purposes; distinctions in limitations on permitted actions between career employees and non-career employees; and a realization that generalized political activity laws cannot be applied to all places at all times.³

¹A. D. P. Heeney, "Some Aspects of Administrative Reform in the Public Service". Canadian Public Administration, IX (June, 1966), 225.

²Donald Hayman and O. Glenn Stahl, Political Activity Restrictions: An Analysis With Recommendations, Personnel Report, No. 636, (Chicago: Public Personnel Association, 1963), p. 5.

³Ibid., p. 16.

These types of restrictions are generally to prevent the government employees from taking advantage of their position in the public service. Only in this way can the merit system remain effective and can the public be assured of impartiality in the performance of public functions.¹

The second area of political activity, that of affiliation, does not present a unified picture in Canada. Mr. Donald MacDonald, President of the CLC, states that, "At one time we had four provincial civil service federations--and nothing in the federal civil service. Now we have only British Columbia but we have the federal group."² All the Provincial Civil Service Associations, with the exception of New Brunswick and Ontario, are members of the Canadian Federation of Government Employees (CFGEO).

The CLC naturally wants the remaining Provincial Associations to affiliate in order to aid in their drive to unionize other white collar workers. The reasons which the CLC advance to tempt the Provincial Associations are that they would gain the support of the members of the CLC and they would gain from the CLC's collective bargaining experience.³ However, the Associations are generally reluctant to join because of the political affiliation of the CLC with the New Democratic Party. Even though the Associations can be financially and politically independent of the CLC's policies towards the New Democratic Party,

¹Godine, The Labor Problem, p. 173.

²Financial Post, May 25, 1968, p. 23.

³Financial Post, October 23, 1965, p. 43.

they are still reluctant to affiliate. The decision to affiliate or not to affiliate then, appears to be determined by historical events.

CONCLUSION

Basically, this chapter has been an attempt to form policy implications for collective bargaining by Provincial Civil Service Associations based on related literature. The two views which must be reconciled are that "the majesty of government cannot countenance a bargaining table" versus "the dignity of man requires a right to bargain on equal terms with his employer."¹ This conflict arises in the matter of the sovereignty of government as employer, the right to execute a strike against the government and political activity on the part of government employees.

The conclusion is reached that the sovereign power can delegate its authority to a party with whom the Associations can negotiate. In the Federal case, it is the Treasury Board. Generally speaking, the provincial associations negotiate with their respective Civil Service Commissions.

The analysis of this chapter suggests that, if the right to strike is accepted in the public service, this right should not be allowed in those occupations classified as essential to public health and safety. Perhaps it should also be forbidden in those services in which the government has a monopoly and there are no reasonably effect-

¹Robert C. Garnier, "Pay Negotiations with Public Employees," in Practical Guidelines to Public Pay Administration, ed. by K. O. Warner and J. J. Donovan, I, (Chicago: Public Personnel Association, 1963), p. 119.

ive alternate means of satisfying public wants.

As far as political activity is concerned, this is an acceptable practice, provided that qualification is made for prevention of misuse of office. Also, rider clauses should be included in the constitutions of labour organizations specifying that Civil Service Association funds will not be used to support any political party.

SUMMARY AND CONCLUSION

The intent of this paper was to measure the influence of provincial Civil Service Associations on provincial civil service average wages and salaries for the seven year period, 1961 to 1967. The assumption was made that higher wages and salaries were the predominant goal of unions.

The first chapter analysed the present structure of collective bargaining in each of the provinces. Quebec and Saskatchewan were the only two provinces which have achieved full collective bargaining rights. The Associations of Newfoundland, Nova Scotia and Prince Edward Island were found to have the least in terms of formal bargaining structure.

The second chapter presented a measurement of the average wages and salaries for the civil servants of each province on a time series basis from 1961 to 1967. A yearly percentage change was also calculated.

The data illustrated that as of 1967, Ontario provincial civil servants were paid the highest average monthly wages and salaries, that being \$459, and Prince Edward Island employees were paid the lowest rate of \$273 on average per month.

Chapter three is an attempt to assess the influence of various other variables, besides collective bargaining, with respect to changes in civil service wages and salaries. These variables are as follows: average monthly wages and salaries for the industrial composite; employment in the provincial civil service; the percent of the civil service

in the labour force; average consumer price indexes; the percent of the labour force unemployed; and average salaries in the federal civil service.

All the variables were stated as a percentage change from 1961 to 1967. The province which has attained the highest percentage change in average wages and salaries was New Brunswick with 62.61 percent. The smallest percentage change, excluding Quebec for which no figures were available until 1965, was Newfoundland with 29.46 percent. In all provinces, the percentage increase in the public sector was greater than the percentage increase in the private sector for the seven year period. The other variables, with the exception of percentage of Canadians unemployed, moved upwards as did the Civil Service wages and salaries.

A simple correlation coefficient was calculated between the average percentage changes in provincial civil service wages and salaries and percentage changes in the selected independent variables. The conclusion was reached, however, that the influence which the independent variables exert on the dependent variable cannot be weighted accurately.

Generally accepted principles on the questions of sovereignty, the right to strike and political activity in the public service were discussed in Chapter four. Consideration was also given to the Heeney Report on collective bargaining in the federal civil service.

From the above analyses, the hope was to infer some implications for the structure of collective bargaining in the provinces. The

conclusion reached was that strikes in the public service were acceptable with the provision that essential services were maintained. As for political activity, this was considered an acceptable practice provided safeguards for misuse of office are maintained.

It is tempting to consider the right to strike in the civil service as analogous with the ability to influence wages and salaries. In the case of Saskatchewan, her civil servants have increased their average wages and salaries by 42 percent over the seven year period. In 1967, Saskatchewan's employees earned an average of \$426 which was second only to Ontario. However, no analysis of the relative numbers of skilled or unskilled people in the respective provinces was made and the distribution of their various pay rates could affect the average rates.

The conclusion is that more analysis and more accurate averages are needed, however, before implications regarding the influence of Civil Service Associations can be assessed. To do this, a longer time period must be studied and in this way, statistical analysis, such as regressions, will be feasible.

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APPENDIX I.--AVERAGE MONTHLY WAGES and SALARIES--PROVINCIAL GOVERNMENT EMPLOYEES^a

1961	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEWFOUNDLAND . . .	235	245	244	250	240	249	231	262	241	231	241	233
P.E.I.	176	190	188	186	170	177	217	198	182	181	185	192
NOVA SCOTIA . . .	179	193	203	189	172	172	174	166	195	175	170	174
NEW BRUNSWICK . .	206	224	261	219	210	202	196	196	211	216	218	216
QUEBEC ^b	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
ONTARIO	310	310	305	306	316	315	306	303	291	293	314	325
MANITOBA	289	301	306	305	306	307	303	298	299	307	316	312
SASKATCHEWAN . . .	327	334	341	335	343	333	331	320	315	310	315	315
ALBERTA	299	308	311	308	321	321	333	315	309	313	316	318
B.C. ^b	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^c	283	289	292	287	291	288	284	280	278	277	288	291

^aCalculated from: Canada, Dominion Bureau of Statistics, Provincial Government Employment, Catalogue number 72-007, (Ottawa: Queen's Printer, Inclusive Volumes 1961-67).

^bFigures for Quebec and British Columbia not available.

^cFigures for Canada include Yukon and North West Territories.

APPENDIX I--Continued

1962

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEWFOUNDLAND . . .	240	246	247	248	256	244	259	245	249	240	233	238
P.E.I.	178	202	206	196	179	195	183	241	193	192	186	266
NOVA SCOTIA . . .	173	201	194	176	185	182	195	205	194	204	192	205
NEW BRUNSWICK . .	206	242	256	220	262	259	231	237	234	238	233	250
QUEBEC ^a	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
ONTARIO	324	326	344	316	323	331	323	313	305	304	319	338
MANITOBA	314	327	324	322	333	322	314	309	303	308	320	314
SASKATCHEWAN . . .	337	343	356	350	348	348	341	338	328	329	338	331
ALBERTA ^b	323	336	347	340	342	338	314	296	301	336	319	316
B.C. ^a	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^c	294	305	317	298	304	305	298	293	287	293	296	308

^aFigures for Quebec and British Columbia not available.

^bFigures for Alberta, April-June, are preliminary.

^cFigures for Canada include Yukon and North West Territories.

APPENDIX I--Continued

1963

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEWFOUNDLAND . . .	235	247	246	249	254	248	241	240	243	242	233	238
P.E.I.	188	192	219	188	213	198	198	284	201	204	199	267
NOVA SCOTIA . . .	219	220	225	209	214	208	222	212	214	190	198	204
NEW BRUNSWICK . .	273	290	284	252	241	258	260	254	244	249	264	260
QUEBEC ^a	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
ONTARIO	331	341	349	333	341	342	326	319	325	310	334	373
MANITOBA	316	322	320	337	349	333	328	334	329	331	340	335
SASKATCHEWAN . . .	341	354	362	360	365	370	361	341	339	350	350	338
ALBERTA	326	325	327	333	340	325	306	313	307	323	332	349
B.C. ^a	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^b	309	317	322	312	318	316	306	301	302	296	310	329

^aFigures for Quebec and British Columbia not available.

^bFigures for Canada include Yukon and North West Territories.

APPENDIX I--Continued

1964

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEWFOUNDLAND . . .	245	239	252	253	263	256	270	244	252	258	249	258
P.E.I.	225	233	213	226	231	236	316	233	232	234	235	343
NOVA SCOTIA . . .	256	227	244	213	220	211	222	218	217	222	219	232
NEW BRUNSWICK . .	263	289	287	271	278	272	280	258	251	281	281	297
QUEBEC ^a	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
ONTARIO	346	353	359	361	358	363	338	333	346	355	370	425 ^c
MANITOBA	338	333	343	345	356	343	336	328	326	332	334	336
SASKATCHEWAN . . .	350	370	367	360	374	368	369	351	348	358	370	354
ALBERTA	341	342	342	342	346	356	331	335	336	344	355	350
B.C. ^a	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^b	320	328	333	330	332	334	321	312	318	327	336	364

^aFigures for Quebec and British Columbia not available.

^bFigures for Canada include Yukon and North West Territories.

^cIncludes retroactive pay increases covering April to December 1964.

APPENDIX I--Continued

1965

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEWFOUNDLAND . . .	259	273	278	288	276	283	279	279	260	271	273	276
P.E.I.	280	241	241	243	229	347	242	248	233	239	225	322
NOVA SCOTIA . . .	245	248	239	230	223	233	220	219	223	224	213	213
NEW BRUNSWICK . .	307	303	311	298	310	297	285	282	288	298	299	299
QUEBEC ^a	N/A	N/A	N/A	327	329	440	325	309	297	304	308	401
ONTARIO	371	380	382	370	372	383	352	393	361	373	404	410
MANITOBA	335	343	354	368	370	364	347	348	347	350	354	356
SASKATCHEWAN . . .	369	384	380	376	386	389	391	371	383	373	383	377
ALBERTA	357	346	360	343	350	359	343	429	347	376	374	376
B.C. ^b	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^c	343	349	352	389	340	366	329	346	323	333	343	368

^aFigures for Quebec only available April to December.

^bFigures for British Columbia not available.

^cFigures for Canada include Yukon and North West Territories.

APPENDIX I--Continued

1966	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEWFOUNDLAND . . .	258	277	280	283	290	297	289	277	284	276	281	284
P.E.I.	215	230	211	255	230	336	248	234	261	246	247	317
NOVA SCOTIA . . .	229	228	237	240	225	239	244	228	241	249	243	261
NEW BRUNSWICK . .	308	330	327	300	322	339	317	312	302	322	329	331
QUEBEC ^a	317	347	339	328	336	390	327	347	342	353	427	349
ONTARIO	410	428	419	404	409	410	474	432	397	409	439	437
MANITOBA	366	368	376	366	370	354	387	371	366	375	395	398
SASKATCHEWAN . . .	408	385	424	409	412	413	415	402	399	406	407	402
ALBERTA	371	377	399	363	371	366	365	350	375	364	427	411
B.C. ^b	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^c	351	367	369	354	358	376	378	366	357	364	402	380

^aEstimates used for December and June.

^bFigures for British Columbia not available.

^cFigures for Canada include Yukon and North West Territories and November figure includes salary increases and retroactive payments.

APPENDIX I--Continued

1967

	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.
NEWFOUNDLAND . . .	286	299	287	297	318	332	321	329	315	310	336	318
P.E.I.	239	256	284	246	307	363	256	293 ^b	264	261	267	246
NOVA SCOTIA . . .	252	280	294	286	279	265	281	275	284	284	288	309
NEW BRUNSWICK . .	343	366	387 ^c	338	354	343	365	309	333	339	341	368
QUEBEC	346	350	349	369	510	425	395	388	369	394	497	429
ONTARIO	463	479	482	472	489	498	466	352	347 ^a	468	485	508
MANITOBA	409	410	409	405	415	414	440	431	423	437	432	426
SASKATCHEWAN . . .	425	438	429	429	429	437	421	432	420	417	427	416
ALBERTA	411	417	443	408	426	423	392	391	408	408	417	422
B.C.	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
CANADA ^d	389	404	406	401	449	430	407	366	361	407	445	434

^aDecrease in gross payroll due to change in payday.^bIncludes holiday pay of salaried employees.^cEstimates for the month of March.^dFigures for Canada include Yukon and North West Territories.

APPENDIX II.--AVERAGE MONTHLY WAGES AND SALARIES FOR THE INDUSTRIAL
COMPOSITE--1961-1967^{a, b} (CURRENT DOLLARS)

	1961	1962	1963	1964	1965	1966	1967
NEWFOUNDLAND . .	306	312	322	333	345	364	395
P.E.I.	236	241	252	260	269	279	304
NOVA SCOTIA . .	274	281	293	302	316	331	355
NEW BRUNSWICK .	274	282	294	305	321	341	367
QUEBEC	325	336	348	363	381	407	435
ONTARIO	350	360	371	386	406	427	455
MANITOBA	317	325	333	340	354	363	395
SASKATCHEWAN . .	320	331	341	349	365	383	411
ALBERTA	345	348	360	369	386	408	434
B.C.	365	375	387	405	433	462	492
CANADA	336	346	358	372	391	414	442

^aSources: Canada, Dominion Bureau of Statistics, Employment Indexes, Average Weekly Wages and Salaries, Average Weekly Hours and Average Hourly Earnings, Monthly and Annual Statistics, V.I, January 1961-May 1965, Catalogue number 72-504, (Ottawa: Queen's Printer, 1966).

Canada, Dominion Bureau of Statistics, Employment and Average Weekly Wages and Salaries, Catalogue number 72-002, April 1968, (Ottawa: Queen's Printer).

^bPublished weekly figures were converted to monthly figures by multiplying weekly figure by 4.3.

APPENDIX III.--EMPLOYMENT INFORMATION

TABLE I.--NUMBER OF PUBLIC SERVANTS EMPLOYED UNDER DEPARTMENTAL SERVICES^a

	January 1961	December 1967	Change
NEWFOUNDLAND	5,935	10,122	4,187
PRINCE EDWARD ISLAND . . .	1,474	2,874	1,400
NOVA SCOTIA	9,612	11,971	2,359
NEW BRUNSWICK	6,642	9,019	2,377
QUEBEC	40,864 ^b	53,164	12,300
ONTARIO	46,758	61,515	14,757
MANITOBA	6,440	9,931	3,491
SASKATCHEWAN	8,661	11,831	3,170
ALBERTA	13,961	20,951	6,990
B.C.	N/A ^c	N/A	N/A
CANADA	99,483 ^d	192,070 ^e	N/A

^aSource: Canada, Dominion Bureau of Statistics, Provincial Government Employment, Catalogue Number 72-007, (Ottawa: Queen's Printer, various volumes 1961 and 1967).

^bFigure is for April 1965 when first published.

^cFigures not available.

^dDoes not include Quebec, Yukon or North West Territories.

^eIncludes Yukon and North West Territories.

APPENDIX III.--Continued

TABLE 2.--ESTIMATED NUMBER OF CANADIANS IN LABOUR FORCE BY REGION,
FINAL SEASONALLY ADJUSTED SERIES (THOUSANDS)^a

	January 1961	December 1967
ATLANTIC	564	647
QUEBEC ^b	2,012	2,192
ONTARIO	2,408	2,856
PRAIRIES	1,143	1,296
BRITISH COLUMBIA	581	790
CANADA	6,523	7,776

^aSource: Canada, Dominion Bureau of Statistics, Seasonally Adjusted Labour Force Statistics, January 1953-December 1967, Catalogue Number 71-201, (Ottawa: Queen's Printer, 1968).

^bFigure is for April 1965.

TABLE 3.--AVERAGE NUMBER OF CANADIANS IN LABOUR FORCE BY REGION,
1961-67

	Final Seasonally Adjusted Series (Thousands)						
	1961	1962	1963	1964	1965	1966	1967
ATLANTIC	571	577	577	588	611	625	634
QUEBEC	1,820	1,851	1,903	1,950	2,021	2,115	2,195
ONTARIO	2,400	2,421	2,475	2,556	2,614	2,614	2,833
PRAIRIE	1,153	1,174	1,180	1,198	1,227	1,248	1,267
B.C.	575	589	610	639	666	710	761
CANADA	6,520	6,614	6,747	6,932	7,140	7,418	7,692

Source: Calculated from: Canada, Dominion Bureau of Statistics, Seasonally Adjusted Labour Statistics, January 1953-December 1967, Catalogue Number 71-201, (Ottawa: Queen's Printer, 1968).

APPENDIX III.--Continued

TABLE 4.--AVERAGE NUMBER OF CANADIANS UNEMPLOYED BY REGION 1961-67

	Final Seasonally Adjusted Series (Thousands)						
	1961	1962	1963	1964	1965	1966	1967
ATLANTIC	63	62	54	46	43	40	42
QUEBEC	165	138	141	122	108	100	117
ONTARIO	129	103	93	83	65	69	90
PRAIRIE	54	44	43	36	30	26	29
B.C.	47	39	39	36	27	35	39
CANADA	460	388	370	323	276	270	319

Source: Calculated from: Canada, Dominion Bureau of Statistics, Seasonally Adjusted Labour Force Statistics, January 1953-December 1967, Catalogue number 71-201, (Ottawa: Queen's Printer, 1968).

TABLE 5.--AVERAGE PERCENTAGE OF CANADIANS UNEMPLOYED BY REGION 1961-67

	Final Seasonally Adjusted Series						
	1961	1962	1963	1964	1965	1966	1967
ATLANTIC	11.03	10.74	9.35	7.82	7.03	6.40	6.62
QUEBEC	9.06	7.45	7.40	6.25	5.34	4.72	5.33
ONTARIO	5.37	4.25	3.75	3.24	2.48	2.63	3.17
PRAIRIE	4.07	3.32	3.30	3.00	2.20	2.80	3.07
B.C.	8.17	6.62	6.39	5.63	4.05	4.92	5.12
CANADA	7.05	5.86	5.48	4.65	3.86	3.63	4.14

Source: Calculated from Appendix III, Table 3 and Table 4, pp. 80-81.

APPENDIX IV.--AVERAGE CONSUMER PRICE INDEXES FOR SELECTED CITIES
1961 AND 1967 (1949=100)^a

	1961	1967
ST. JOHN'S	116.7	129.4
HALIFAX	128.5	141.2
SAINT JOHN	130.2	144.7
MONTREAL	129.3	147.7
TORONTO	131.2	150.7
WINNIPEG	127.5	144.4
SASKATOON-REGINA	125.4	139.6
EDMONTON-CALGARY	125.0	139.8
VANCOUVER	129.4	143.6
CANADA	129.2	149.0

^a1957 weights replace 1947-48 weights beginning January 1961 for Canada only and February 1962 for all cities.

Source: Canada, Dominion Bureau of Statistics, Prices and Price Indexes, April 1968, Catalogue Number 62-002, (Ottawa: Queen's Printer, 1968).

The provinces are represented as follows:

Newfoundland	- St. John's
Nova Scotia	- Halifax
New Brunswick	- Saint John
Quebec	- Montreal
Ontario	- Toronto
Manitoba	- Winnipeg
Saskatchewan	- Saskatoon-Regina
Alberta	- Edmonton-Calgary
British Columbia	- Vancouver
Canada	- Canada

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